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THE COMMITTEE
OF FOURTEEN
NEW YORK CITY

ANNUAL REPORT
FOR 1926

105 W. 40th St.
NEW YORK
1927

THE COMMITTEE OF FOURTEEN

1905-1927

The Committee was organized with fourteen members in January, 1905, to secure the suppression of the disorderly resorts known as "Raines Law hotels". This was a serious existing phase of commercialized prostitution, reported by the Committee of Fifteen (1902).

The new Committee effected the general suppression of these hotels and of many disorderly resorts certificated to traffic in liquor by securing amendments to the Liquor Tax Law, and more effective action by the State Excise Commissioner; the imposition of more drastic penalties by the courts, and generally, by coöperation with the brewers and surety companies.

The Committee's work was extended in 1912 to include all forms of commercialized prostitution. The Committee was instrumental in securing an Injunction and Abatement Law and amendments to the Tenement House Law making its provisions more effective against the owner as well as the prostitute and her exploiter. Amendments to the Code of Criminal Procedure were promoted by it, which made the offer to commit prostitution a violation of law regardless of place.

The Committee has also contributed to the successful repression of prostitution by close observation of court proceedings, bringing the results to the attention of the judges, thereby enabling them to do more effective work.

The combined efforts, official and volunteer, against prostitution have produced most noticeable results. New York has less open vice than any other of the world's largest cities.

The Committee, being supported by voluntary contributions, is unaffected by changing administrations, state or municipal. Its membership is representative of those interested in civic betterment.

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1926

THE COMMITTEE

1926-1927

MR. JOHN G. AGAR
MR. GEORGE W. ALGER
DR. ERNEST R. ALEXANDER
HON. CHARLES W. APPLETON
MR. WILLIAM H. BALDWIN
REV. LEE W. BEATTIE, D.D.
MR. HERBERT L. BODMAN
COMMANDER EVANGELINE BOOTH
MRS. SIDNEY C. BORG
MRS. J. NELSON BORLAND
REV. WILLIAM ADAMS BROWN, D.D.
MR. EDMOND J. BUTLER
MR. ERNEST T. CARTER
REV. WILLIAM A. COURTNEY, D.D.
MR. JAMES S. CUSHMAN
MRS. ROBERT L. DICKINSON
MRS. JOHN M. GLENN
RABBI HERBERT S. GOLDSTEIN
MR. WALTER G. HOOKE
MRS. HELEN HARTLEY JENKINS
MR. GUSTAVUS T. KIRBY
MISS CAROLINE LINHERR
MR. EDWARD J. MCGUIRE
MR. ALFRED E. MARLING
MRS. MORTIMER M. MENKEN
DR. HENRY MOSKOWITZ
MRS. HENRY MOSKOWITZ
HON. HOWARD P. NASH
JAMES PEDERSEN, M.D.
MRS. V. G. SIMKHOVITCH
MR. FRANCIS LOUIS SLADE
MR. PERCY S. STRAUS
EUGENE L. SWAN, M.D.
WILBUR WARD, M.D.
*MR. FREDERICK H. WHITIN

* Deceased July 19, 1926.

1926

OFFICERS OF THE COMMITTEE

| | |
|----------------------------|-------------------------------|
| <i>Chairman</i> | DR. JAMES PEDERSEN |
| <i>Vice-Chairmen</i> | { MR. EDWARD J. MCGUIRE, |
| | { MR. PERCY S. STRAUS |
| <i>Treasurer</i> | MR. WILLIAM H. BALDWIN |
| <i>Secretary</i> | { MR. FREDERICK H. WHITIN* |
| | { MR. GEORGE E. WORTHINGTON** |

Directors

| | |
|-------------------------------------|----------------------------|
| DR. JAMES PEDERSEN, <i>Chairman</i> | MRS. JOHN M. GLENN |
| MR. GEORGE W. ALGER | MRS. HELEN HARTLEY JENKINS |
| HON. CHARLES W. APPLETON | MR. EDWARD J. MCGUIRE |
| MR. WILLIAM H. BALDWIN | MRS. MORTIMER M. MENKEN |
| DR. LEE W. BEATTIE | MRS. V. G. SIMKHOVITCH |
| DR. WILLIAM ADAMS BROWN | MR. FRANCIS LOUIS SLADE |
| MR. JAMES S. CUSHMAN | MR. PERCY S. STRAUS |

Law Committee

MR. EDWARD J. MCGUIRE, *Chairman*
 MR. GEORGE W. ALGER
 HON. CHARLES W. APPLETON
 MR. WALTER G. HOOKE
 MRS. MORTIMER M. MENKEN
 HON. HOWARD P. NASH

* Deceased, July 19, 1926.

** Became General Secretary and Counsel, December 1, 1926.

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REPORT OF THE CHAIRMAN

The tragedy of our esteemed Secretary's death on July 19th, 1926, naturally caused a chaotic condition in the Committee's affairs for several months thereafter. Coming as it did in vacation time, it found many of the members absent and its Chairman and Assistant Secretary abroad. The services of Mr. Walter G. Hooke, formerly an associate of Mr. Whitin, were secured for the interim. In October, Mr. George E. Worthington, Acting Director of the Department of Legal Measures of the American Social Hygiene Association, was unanimously chosen as Mr. Whitin's successor, to enter upon his duties on December 1st. Those who possibly do not know Mr. Worthington are referred to the summary prepared by Mr. Baldwin and given on another page of this report. We have pleasure in speaking of his record with confidence and satisfaction.

The Committee meanwhile reviewed its past accomplishments and the existing needs for a continuance of its program. Mature deliberation, as well as the statements of officials and of the private organizations which we consulted, convinced us of the importance and necessity for carrying on.

Public acknowledgment is here made of the services rendered us by Mr. Hooke during the interim of four months. He willingly took up the difficult work of keeping the sequence of events secure throughout the trying time. The Committee wishes to record its appreciation and gratitude.

The annual meeting on December 9, 1926, was signalized by a special tribute to Mr. Whitin, in the form of a Memorial prepared and read by Mr. McGuire. It is

given in full as a part of this Annual Report. Those among us who had the privilege of knowing Mr. Whitin will wish to honor him by reading the Memorial in full; to anyone who may not have known Mr. Whitin we submit what Mr. McGuire has so ably set forth not only as a splendid record of noteworthy things remarkably accomplished; but we submit it also as a graphic and complete, though brief history of the Committee of Fourteen since its inception twenty-two years ago.

After the Memorial had been presented and read, a motion to adopt it; to spread it upon the minutes; to send a copy to Mrs. Whitin and to publish it in the Annual Report was unanimously passed by a rising vote.

The Annual Meeting was also signalized by the presentation, by the new General Secretary and Counsel, of a review of present-day problems falling within the Committee's field of work, accompanied by suggestions for meeting these problems. The Chairman wishes to call particular attention to this statement by Mr. Worthington which will be found in the section of the Report devoted to the Annual Meeting. It contains an admirable resumé of present problems now confronting the Committee.

This—the Annual Report for 1926—is issued therefore in no perfunctory way. On the contrary, it has been prepared with our thoughts on the fine personality and patient labor of Frederick H. Whitin; we wish the report to be a tribute to him first of all, then a review of our year's work, and finally a statement, however incomplete, of the problems confronting us in the ensuing year. In its threefold purpose we beg to commend it to the favorable and sympathetic consideration of our members and their friends.

MEMORIALS OF FREDERICK HENRY WHITIN

Secretary of the Committee 1904-1926

- I. Presented at the Annual Meeting of the Committee of Fourteen.
- II. Presented at a joint meeting with the City Club.
- III. Personal Tributes.

- I. *Memorial of Frederick H. Whitin presented by Edward J. McGuire, Esq., at the Annual Meeting of the Committee, December 9, 1926*

The Annual Meeting of the Committee of Fourteen adopts this minute in recording the lamented death on July 19, 1926 of Mr. Frederick H. Whitin, one of its members and its General Secretary.

The existence of the Committee of Fourteen began on January 16, 1905 at the City Club. Its first title was "The Committee of Fourteen, requested to manage the campaign to abolish Raines Law Hotels." Its principal work was done in the Legislature without a paid staff of any sort and its success was beyond expectation. It was evident, however, to the earnest men and women who composed it that a wide field had been opened which would require long and patient labor supported by a permanent organization. Accordingly it was incorporated in February 1907, under the title "The Committee of Fourteen for the Suppression of Raines Law Hotels in New York City." Mr. Frederick H. Whitin thereupon became its Secretary. The corporation was given the papers and records of the famous "Committee of Fifteen" which had been formed in November, 1900 at the Chamber of Commerce by the group of citizens which met to combat the powerful forces which produced the

moral evils of Mayor Van Wyck's administration of the City's government and which had a great part in destroying them.

Mr. Whitin became at once a courageous and industrious executive officer and to his care was given the field work of the Committee. He was moving in a new enterprise. No precedents could be found to guide him in it. Errors of judgment or weakness were sure to work grave injury. Great tact was essential to success. Good comradeship was a leading quality which was called for at all times. Rare courage was a prime factor in conducting the business. Mr. Whitin was well equipped for his task. He was in excellent health and not yet thirty-five years old. He knew well his New York, which was his native City. He had spent his whole life there. He was a man of liberal education and had been a special student in Civics and Economics at Columbia University.

He had taken part in the social reform campaign of the West Side Excise Reform Association which did heroic work in suppressing the evil resorts in the neighborhood of Broadway and 110th Street, Manhattan, in the years which followed the passage of the Raines Liquor Law of 1896. Reverend John P. Peters, D. D., in every sense the founder of the Committee of Fourteen was the president of that association.

He never faltered in his difficult task and continued to serve the Committee of Fourteen with enthusiasm and devotion for almost twenty years. He died in harness, stricken down by heart disease in the street after a busy day in the midst of torrid heat on July 19, 1926.

The annual reports of the Committee of Fourteen and its other publications tell the story of Mr. Whitin's life work. It is a wonder tale. Rarely indeed has a man devoted to social service seen such success flow from his efforts. We can say reverently and surely that the finger of God was in them.

It seems incredible and yet it is strictly true that it took less than five years to complete for all practical purposes the great work which the Committee of Fourteen set out to do and which is described by its first corporate title. The iniquitous Raines Law Hotels and the system which created them had been destroyed by the beginning of the year 1911. In 1904 in the Boroughs of Manhattan and the Bronx there were 1,205 such places. At the close of 1910 there were left eighty-seven and to get that number it was necessary to include in the designation all disorderly or assignation hotels in those Boroughs regardless of the number of rooms which they contained.

The Committee's work had meanwhile grown to larger proportions than its founders dreamed of. New activities were opened to it. Therefore in the year 1912 a formal change was made in the charter so as to include in its purposes the suppression of commercialized vice throughout the entire City of New York.

Mr. Whitin's activities were increased and broadened by this action. He was made a member of the corporation and of its Executive Committee. He was in an exact sense the friend and valued counselor of many of the most important public officers of the State and the City. Even when for political or personal reasons it appeared to be inexpedient to recognize the value of his wisdom and his efficiency in action, he was sought by many of these officers quietly. He became a real power for good in the Legislature, in the Courts and in general and special police activities of every sort. In the counsels of the brewers, the distillers, the liquor dealers of all classes and of the surety companies engaged in writing Liquor Law bonds he was asked to take part and his advice was followed. Everywhere his work was praised even by some of those who were hostile to him and his cause. So high was his reputation that the rare attacks upon him of the malicious and wicked were laughed at by

everyone with knowledge of the work he was doing. In twenty years of his active participation in a work which bristled with difficulty and which had to be done among a multitude of temptations and strange circumstances, and in opposition to unscrupulous antagonists, often debased and degenerate, he escaped unscathed, even by calumny. On the very few occasions when he was attacked no one of his traducers even dared to begin the substantiation of a single charge.

Mr. Whitin was a student in his unique and important work. He both talked and wrote admirably about it. A great demand arose for him as a speaker. His opinions were constantly sought by social workers both here and in Europe. He had great talent in the preparations of tables of statistics and other records of the important results of the work and in coordinating and arranging them in permanent form. His intelligence and ability in the study of statutes and police regulations and his experience and understanding of matters of practice in the courts into which his labor brought him gave him a reputation of the highest order. While he had no formal legal training, his work in this regard led to his being constantly consulted in such business both by judges and by lawyers and made him of the greatest value to the officers and committees of our corporation.

It is hard for one not in touch with Mr. Whitin's activities to understand how much he had to do and how well he did it, or to appreciate how often he was left to make his own plans and carry them out without assistance otherwise than by counsel. The Magistrates Courts both in their night and day sessions, the Police, Health, Tenement and Correction Departments, the five District Attorneys' offices of the City, the numerous Civil and Criminal Courts of Record, even Legislatures, Mayors and Governors all had a part in his life. His cooperation besides was constant with the social workers both

those organized into societies and individuals. He worked besides most sympathetically and intelligently in his contacts with wrongdoers and he helped often and always in the same kind way the sorrowful and the unfortunate of all races and creeds with whom he dealt very frequently.

He became a great investigator. He heard and examined almost as many complaints as a City Magistrate. He was wise in disposing of them. He had the great quality of true humility in his work. He was always ready to hear contrary opinions. He was always gracious and kind in his relations with everyone. He never boasted. He was entirely free from arrogance and self-sufficiency. He had the attitude of a simple and plain citizen in his work. He never became hide bound or a specialist. He was entirely free from avarice. No man ever charged him, even his bitterest enemy, with being venal. He lived and died a poor man.

This is not the place to set down his achievements in detail. That can be done when the history of this Committee is written of which history he was such a great part. We record here this bare outline of the work he did for us during twenty full and potent years of the labors of this Committee of Fourteen, to make reason and the will of God prevail in this great City of New York in respect to chastity and decency.

We have indeed lost one of our right hands in the passing from among us of our first General Secretary and Executive Officer. In a moment there went out of life with him strength and power that we had come to feel could never go. We have to lament a fellow-worker of surpassing excellence. We have had to say farewell to a dear friend.

In the death of Frederick H. Whitin there has passed a powerful and efficient leader in a field of work in which he was a pioneer and in which he had made a record of

achievement without parallel in the history of social reform movements in this City of New York. He held indeed an unique place in the life of the metropolis. He went away from us in the prime of his life with so much of the work still to be done.

II. *Memorial Meeting in honor of Frederick H. Whitin*, held jointly by The Committee of Fourteen and The City Club, January 19, 1927, in the rooms of the City Club.

A noteworthy gathering of fully 150 people was present at the Memorial Meeting, including judges, police and city officials, probation officers, social workers and other prominent citizens of New York. Personal letters of regret containing tributes of appreciation to Mr. Whitin were received from fully 100 others who were prevented from attending by absence from the city or other reasons.

Dr. James Pedersen, presided; the speakers were Mr. George W. Alger, Dr. William Adams Brown, Mr. Richard S. Childs and Mr. Raymond B. Fosdick. Each speaker, with a wholly different approach, paid a glowing tribute to Mr. Whitin's character, personality and remarkable contribution to human progress. Extended accounts appeared in all the New York daily papers. The following excerpt from the New York Times will serve to show the tenor of the meeting:

"Tribute to the late Frederick H. Whitin as a modern social reformer and civic worker, as an active spirit of the Committee of Fourteen in its crusade against organized vice in New York some twenty-five years ago, was paid by speakers at a meeting held last night in his memory at the City Club, 55 West Forty-fourth Street."

"More than one hundred social workers who have helped to put through some of the moral measures to

curb vice gathered to commemorate the achievements of Mr. Whitin, who died suddenly last July. The meeting was held under the combined auspices of the City Club and the Committee of Fourteen. Dr. James Pedersen, Chairman of the Committee of Fourteen, presided."

"George W. Alger, special commissioner recently appointed by Governor Smith to investigate the parole system of New York state told of what he termed the tremendous contribution Mr. Whitin had made in moral reform."

" 'Extreme remedial measures or acts of legislation,' he said, 'did not work the moral reforms intended, and as an example of the "extreme measure" he mentioned the Eighteenth Amendment and the public opinion now raised against it. The Committee of Fourteen,' he said, 'avoided the pitfalls of the reformer with extreme views, kept public opinion on the side of virtue, and was thus enabled gradually to work the reforms wanted.' "

" 'Guided by Mr. Whitin,' he continued, 'the Committee of Fourteen did a double mastoid operation on the morals of the public. The danger which confronted the committee was one which confronts all reformers. If they were extreme they would have had what we have today with the Eighteenth Amendment as an example.' "

" 'Mr. Whitin avoided this extreme. He worked gradually and slowly, but ever so surely, for the reforms in the streets of New York that have made it one of the morally cleanest in the world. Mr. Whitin injected humor and good nature in the moral reform work which was so dear to him.' "

"In opening the meeting Dr. Pedersen spoke of the difficulty in finding a successor to Mr. Whitin as General Secretary and counselor of the Committee of Fourteen, and announced the selection of George E. Worthington for the post. Mr. Worthington is former director

of the legal department of the American Social Hygiene Association.”

“Richard S. Childs, president of the City Club, of which Mr. Whitin had been a member for seventeen years and for twelve years a member of its board of trustees, spoke of him as a leader in the movement of the committee in its fight against organized vice.”

“Today, he said, The Tenderloin, enticing its victims of both sexes with its dismal gayety, is only a memory, and the red lights are gone. During the last twenty years he said vice had been reduced to 15 per cent of its former extent.”

Dr. William Adams Brown paid a tribute to Mr. Whitin’s personality, courage, and modesty. “Think for a moment,” he said, “what that evil was which Whitin gave his life to fight. It was not merely vice; it was commercialized vice; and this as it was enthroned in the greatest city of this country, and entrenched in the laws of its state. There was not only the appeal of sex to be overcome, potent and enticing as that is, but the stronger appeal of greed— . . . One must read Dr. Peter’s dramatic report of the early days of the Committee of Fourteen to realize the strength of this combination and to measure the courage it took to believe that it could be successfully overcome.”

Mr. Raymond B. Fosdick said, “Twenty years ago, New York was the wickedest city in the Anglo-Saxon world, today it is the cleanest great city in the whole world. The one man to whom this is due more than any other, is Fred Whitin.

Mr. Fosdick referred to his pleasant relations with Mr. Whitin when he was Commissioner of Accounts under Mayor Mitchell, and again when he was Chairman of the War Department Commission on Training Camp Activities. He spoke of Mr. Whitin as the “Happy Warrior.”

III. *Personal tributes.*

Letters were received from many persons prominent in the social and business world and from important officials. All exhibit such a glowing appreciation of Mr. Whitin's personality and work, that we wish there were space for the entire number in full. Only a few may be given here:—

“He was a man of splendid public spirit, great intelligence, wide knowledge and ability to accomplish results. By his death we suffer a loss not only to the City Club but to the whole community.”

(Signed) LAWSON PURDY.

“The Church Mission of Help is glad to cooperate in the meeting commemorating the admirable work and spirit of Mr. Whitin.”

(Signed) LAURETTE EUSTIS PEASE.

“I am very glad that this honor is to be paid to the service rendered to the community by a citizen of the highest type.” (Signed) GEORGE HAVEN PUTNAM.

“What he accomplished for the Committee of Fourteen was, I believe, the most valuable contribution that any one man made to the improvement of conditions in New York City in relation to commercialized vice and public morality.” (Signed) JAMES H. FOSTER.

“I have the highest regard for the life and work of Mr. Whitin. In various situations I had close relationship with him, and appreciated his many strong and valuable qualities.” (Signed) W. S. RICHARDSON.

“I wish to record my high esteem for Frederick Whitin. The Club does well to honor his memory.”

(Signed) FREDERICK B. ROBINSON,
President, College of the City of New York.

“I feel in view of the close association that I had with Mr. Whitin during my fifteen years of service on the Bench that I should state the reason which keeps me away from the meeting. Unfortunately, a night session of Probation Court is scheduled which renders it impossible for me to attend. Were it not for this, you may be sure that I would join you in this joint meeting in his memory.”

(Signed) FREDERIC KERNOCHAN,
Chief Justice, Court of Special Sessions.

“He was a rare and courageous spirit * * * As one of his friends, I desire to join the others in a warm expression of appreciation of his friendship and his service.”

(Signed) ALAN JOHNSTONE, JR.

“I am glad that such a meeting is to be held and I hope it will result in the strengthening of the spirit and enlightening the minds of those of us who are left to carry on the work which Mr. Whitin so effectively and modestly rendered to this great city.”

(Signed) HENRY W. THURSTON.

“Mr. Whitin was for twenty years the most successful single figure in the fight against vice in our whole country. New York, America and humanity owe him unspeakable gratitude. The effect of his work will live long after we are all dead.”

(Signed) WILLIAM S. BENNET.

“It was a great shock and grief to me to learn of Mr. Whitin's death. I have always felt that I had a friend at court in Mr. Whitin, and I shall be among the many who will miss him and his kindly services.”

(Signed) LEILA T. NEWCOMB.

THE NEW SECRETARY

In our selection of a successor to Mr. Whitin the Committee has been most fortunate in obtaining a man who had worked with Mr. Whitin and held his full confidence. Thus there will be no break in the temper and spirit with which the Committee will approach the various ramifications of the social evil in New York City. Such changes as there may be will be toward a larger fulfillment of the Committee's opportunities inasmuch as Mr. Worthington has had a legal training and experience and is a member of both the American Bar Association and the New York Association of the Bar. This training fits him particularly for the important work which has yet to be done in studies to develop a constructive program for procedural and administrative changes in the courts. The need for such research is explained in more detail in another section of this report.

Besides his legal training Mr. Worthington has had a wide experience in the problems of law enforcement in relation to the social evil. A graduate of both the college department and the law school of the University of Wisconsin, B. A. 1910, L. L. B. 1912, he engaged in the general practice of law at Spokane, Washington, until January, 1918, when he was called to the national capitol as legal adviser, Medical Section, National Council of Defense. A month later he was commissioned as First Lieutenant in Sanitary Corps and assigned as Supervisor for Southern Department of Army of Law Enforcement for War Department Commission on Training Camp Activities. Later he was called to France under the commanding general of the American Expeditionary Forces, to study prostitution in connection with the Chief Surgeon's program for combatting the venereal diseases.

Receiving an honorable discharge from the army at the end of August, 1919, he was immediately engaged as Associate Director of the Legal Department of the American Social Hygiene Association. This position he held until his appointment with the Committee of Fourteen in December, 1926. In his connection with the American Social Hygiene Association he acted for six months as special consultant for the United States Interdepartmental Social Hygiene Board and directed its law enforcement activities against prostitution in the states of Louisiana, Texas, Oklahoma, Colorado, Wyoming, New Mexico and Arizona. He also directed that part of the study conducted under the auspices of the League of Nations of the White Slave Traffic in Canada, Cuba, Mexico and the United States. At the time of his engagement by this Committee he was acting Director of the Department of Legal Measures of the American Social Hygiene Association.

He is co-author of the book, "Specialized Courts dealing with Sex Delinquency," by Worthington-Topping, and has written many articles on prostitution and the other legal aspects of Social Hygiene for legal, medical and scientific journals and periodicals.

Thus Mr. Worthington has had close familiarity with and participation in the law enforcement activities as they have been developed not only by the army during a critical period of training and active field service but also by the civil authorities in various parts of the country. This broad experience and the contacts he has made are now to be devoted to the Committee of Fourteen's important program in New York City.

W. H. B.

ANNUAL MEETING

December 9, 1926

Under the circumstances which attended the sudden death of Mr. Whitin and the temporary nature of Mr. Hooke's appointment, and because the new Secretary had only been with the Committee one week, a formal report by the Secretary was dispensed with and, in place thereof, Mr. Worthington presented a statement to the Committee containing recommendations for a program for the succeeding year. (This statement is made a part of this Annual Report.)

The Chairman and Treasurer briefly referred to the Committee's activities during the year, and the Treasurer submitted his report for the first eleven months, showing that because of exceptional circumstances the Committee's reserve had been exhausted.*

The Committee, with regret, accepted the resignations of Mr. George Haven Putnam and Mr. Charles E. Merrill, Jr., from the General Committee.

Mr. McGuire read the memorial to Frederick H. Whitin, which will be found in another part of this Report; the minute was adopted unanimously by a rising vote.

The Board of Directors were authorized to adopt a budget of \$20,000 for 1927.

The Officers and Directors of the preceding year were re-elected for the ensuing year.†

Mr. Worthington then presented the following memorandum with reference to 1927 in lieu of the customary Secretary's report:

It is with not a little trepidation that your new Secre-

* For details of the report, see p. —.

† See p. —.

tary undertakes to carry on a task which was so ably and successfully dealt with by his beloved predecessor. Perhaps no one here has felt his loss any more keenly than I have, and my hope is that I can carry out what I conceive to have been his ideals in a way that would meet with his approbation.

While we are not confronted today with the staggering problems which faced the Committee at Mr. Whitin's induction into this office twenty years ago, yet there are problems to be faced which not only justify the Committee's continued existence but merit its most serious attention.

Among these are problems which have developed as a result of the Eighteenth Amendment to the Constitution, which may have produced a situation somewhat equivalent to that which led to the formation of the Committee twenty-two years ago—there are unsolved problems with reference to clandestine commercialized prostitution which demand early attention. There is a strong feeling that there has been a serious breakdown in the administration of criminal justice, especially in connection with the criminal courts, and demands are being made in the newspapers and otherwise that something be done to meet this situation.

I feel that the Committee of Fourteen occupies a unique position. It has, in the past, blazed the trail for (itself) New York and other American cities in dealing with commercialized prostitution. It has had tremendous influence on other communities. The country may be said to be looking to New York and the Committee of Fourteen for leadership in attacking and solving present-day problems which have arisen and are constantly arising in connection with prostitution as it is now being conducted. The past history of the Committee has been that of ascertaining through tireless research the community's problems in its particular field, in searching for

remedies and in intelligently applying these remedies. The Committee has not only had a heavy responsibility in the improvement of conditions with reference to commercialized vice, but it has done much to devise, promote and secure measures which have led to the improvement of the laws, the police and the courts. An outstanding example of what the Committee has accomplished by careful research and its intelligent use is in the Report of the Research Committee of the Committee of Fourteen, published in 1910; it was one of the primary influences leading to the creation of the Page Commission with the resultant enactments of the Page Law, which has proven to be one of the most important developments in the history of local court reorganization. The securing of measures such as this not only made existing laws against prostitution easier to enforce and paved the way for other and more intelligent measures for dealing with the problem, but also it contributed to the whole system of administration of criminal law which is of general benefit to the community.

The Committee's purposes and program can be said to fall naturally into two general lines:

1. A study of official law enforcement agencies to discover weaknesses and loop-holes which may account for the failure of the law enforcement machine to function adequately, and which will itself suggest changes for betterment and form a basis for a sound, intelligent program for bringing about such changes as may be necessary. It is believed that this year special attention should be given to a study of the administration of criminal justice by the courts. Legal measures for dealing with prostitution are so intimately a part of the whole question of the administration of criminal justice that it would almost seem that further progress along these lines in New York must wait for the discovery and promotion of those measures which are designed to secure

betterment in the administration of criminal justice. Several suggestions for this have been made. One has to do with the possibility of a unification and a consolidation of our criminal court system,—a reorganization and reconstruction of the criminal courts in the light of present-day knowledge in the field of science, sociology and business administration. Practical suggestions for needed changes, however, can come only after an exhaustive study.

2. The other category under which may be classified the Committee's purposes is the finding of facts relative to vice conditions and their use. This is an investigation of environmental conditions to determine the situs, the extent and the character of prostitution, and from these facts to formulate a program for not only ridding the community of present unfavorable conditions but to ascertain and promote measures which may prevent such occurrences in the future.

Your Secretary has read the minutes of the meetings of the past year and has examined past programs of the Committee; in consequence he recommends for the Committee's attention the following matters which are either unfinished parts of previous programs or are matters which your Secretary believes that Mr. Whitin was desirous of incorporating in future programs and which have the warm approval of your present Secretary:

1. *Court Study.* It is suggested that the Secretary be directed to formulate in conjunction with the law committee, or some other appropriate sub-committee of the Committee of Fourteen, a plan for study of the courts other than the Women's Court which are dealing with commercialized vice and its allied problems, with a view to formulating some plan either independently or in conjunction with other organizations, along lines which may lead to the betterment of the administration of criminal justice in the courts, and especially as it relates to the

particular problems coming within the purposes of the Committee.

2. *Vice Investigations.* Prostitution, as it exists in New York today, is almost entirely clandestine. (By clandestine prostitution is meant commercialized prostitution which has become very secret and covert and difficult to find.) The springing up of the numerous night clubs and speak-easies has been responsible for providing haunts for clandestine prostitution which previously did not exist. Vice investigations in the past have had to do largely with open prostitution and, as yet, we have very little sound knowledge on the subject of clandestine prostitution. (Other agencies, such as the American Social Hygiene Association, are also interested in seeing that more spade work is done along these lines.) There are also conditions existing in Harlem and other black belt areas about which we need more information. It is rumored that there are black and tan places patronized not only by the colored people themselves but also by white customers. Whether or not there is any exploitation, either of whites or blacks, for prostitution in these areas is not known at the present time. To secure information such as this under the complex conditions existing today in New York will require an extensive investigation staff and a large appropriation for investigation expenses. Your Secretary has recently visited similar Committees in Chicago and Minneapolis. The Chicago Committee of Fifteen has an investigation staff of nine, with four or five additional part time workers, including both men and women, and white and colored. Some of these investigators are graduate students in the Department of Sociology in the University of Chicago. The Minneapolis Committee has a staff of five investigators and a budget approximating that of this Committee. Inasmuch as information such as that referred to, is of national value as well as of great importance to the

Committee, it is hoped that a cooperative project may be arranged with the American Social Hygiene Association or the Bureau of Social Hygiene whereby funds for such investigations may be made available. A tentative proposal has been discussed with the American Social Hygiene Association that a sum be made available to the Committee of Fourteen for investigation purposes to meet a similar appropriation by the Committee. It is recommended that a sub-committee be chosen with power to work out such cooperative projects, and with power to enlarge or revise the Committee's annual budget accordingly. In this connection it might be stated that the budget of the Committee of Fifteen of Chicago for 1927 is fixed at \$50,000.

3. *Women's Court.* It is recommended that the work and program which the Committee has carried out during the past few years in connection with the Women's Court be continued.

4. *Cooperation with the Police Department.* It is suggested that the first quarter of the year be devoted largely to the gathering of facts and the accumulation of evidence with reference to vice conditions, so that the Committee will not only be armed with information but also with a plan for the use of the facts as a basis for establishing a sound cooperative relationship with the city administration.

5. *Customer Amendment.* Your Secretary knows that the promotion of this measure has been a very important activity of the Committee during the past few years, and believes that the interest of the Committee in this measure should continue. He is convinced that it is a necessary piece of legislation. There are, however, perhaps some more immediate matters demanding attention during the coming year and it is suggested that perhaps the Committee might take the attitude of endorsing the measure without actively promoting it this year. The

Secretary should, however, I believe, be empowered and authorized to appear and speak in its favor at Committee hearings in Albany should other organizations secure the introduction of the bill and request such cooperation from the Committee.

6. *The Memorial Book.* Suggestions have been made that the material contained in the reports and files of the Committee of Fourteen during the past twenty years be consolidated and placed in book form, for the double purpose of serving as a memorial to Mr. Whitin and also for the value that the recorded achievements of the Committee of Fourteen in New York will have for other communities. It is suggested that this matter be given attention by the Committee, either by way of appointing a special sub-committee to consider it, or by referring the matter to the Board of Directors with power not only to carry out the project if deemed advisable, but also to make such arrangements with other organizations as may be desirable for the financing of the project.

7. *New Members.* Your Secretary, in his recent visit to Chicago and Minneapolis, found the Committees in both of these cities working very closely in conjunction with the Sociology Departments of the Universities in those cities. Professors of Sociology in the University of Minnesota were on the Minneapolis Committee. In Chicago, the Committee of Fifteen maintains a sub-office in the Department of Sociology at the University of Chicago. The later development is new and has given the community even greater confidence in the Committee of Fifteen as having approached the problems from a scientific standpoint. It is, therefore, suggested that if new members are elected, that consideration be given to the matter of selecting members from the Sociology Departments of the Universities in New York City. While the key note of the Committee's work from the very beginning has been the sound, sensible, scientific approach

to its problems, yet your Secretary feels that this approach cannot be over-emphasized and that a tie-up of the work with the Departments of Sociology will tend further to reinforce that emphasis with its consequent added public confidence.

8. *The Committee's Quarters.* The Secretary has learned that the Committee's quarters are not held under a lease but on a monthly basis. The present year expires shortly. In view of the probability of a larger staff, it may be desirable to anticipate the possibility of larger and more convenient quarters.

I desire to express my appreciation for this opportunity of service. I have followed the progress and success of the Committee in the past with the greatest interest. I held up The Fourteen as an example to other committees of what a volunteer body, such as this Committee, can accomplish in terms of community betterment. My ideal is to see that its work is so sound, and practical and necessary, that it will ultimately be taken over by appropriate official agencies, thereby establishing its permanency. I believe that one in my position can have no loftier ideal than that of ultimately working himself out of a job.

Respectfully submitted,

GEORGE E. WORTHINGTON,

General Secretary and Counsel.

REPORT OF THE GENERAL SECRETARY AND COUNSEL

Resumé of the Problem and of the Modern View:

Prostitution has long been called "the ancient profession," "the age-old evil," and in the not far distant past, it was spoken of as "a necessary evil." It presented a problem long considered unsolvable—perhaps because it was taken for granted—even by the best minds, who were either ignorant or indifferent to it.

The twentieth century is marked by a changed attitude toward the question. The ignorance and the indifference, the cruel and unintelligent methods which formerly prevailed, have been replaced by intelligent understanding. Sociologists, psychologists, biologists and other scientists have subjected it to their scrutiny.

The instinct theory of human behavior has rather largely been dispensed with in recent years. Instead of having instincts, man is now considered as having vague impulses or tendencies, which are organized and given direction by the customs and patterns of society. The interest in lust and pleasure is just as much acquired as is the interest in self-denial and self-abnegation. Vice is not an instinct, but rather a socially organized interest in or desire for thrill.

American and European Investigations and Experiments:

The Secretary has not only studied intensively both here and abroad, the methods of American and European cities in dealing with prostitution, but also has had many years of practical experience with the subject. He still finds individuals in New York and elsewhere, extolling the merits of medical regulation and segregation, in

spite of the remarkable progress that has been made in recent years, in the diminution of prostitution.

The claim for medical regulation may be dismissed with the statement that wherever attempted it has proven a failure. This is ably shown by Mr. Abraham Flexner in his book, "Prostitution in Europe," and the soundness of his conclusions have been personally verified by the Secretary. This method was early demonstrated a failure in the United States. Most American cities have experimented with regulation—usually under the modified form called segregation.

These experiments in segregation proved to be failures because prostitution, from the very nature of things, could not be successfully segregated. Why it could not be segregated was not at first apparent, but subsequent studies have furnished the answer. This answer is found in the natural (by the sociologist designated the ecological) organization of the American city in a succession of districts or areas such as slum districts, business districts, bright light centers, residence districts, suburbs (with their road-houses), etc. Scientific studies of prostitution show that it has so adjusted itself to these various areas that different types of prostitution exist at the same time in various parts of any city which tolerates prostitution.

In reality the two policies of American communities with reference to prostitution are toleration and repression—not segregation and repression. Segregation is merely a form of regulation under a toleration policy. Where a toleration policy is followed, prostitution becomes bold and plentiful in all its various forms. There will be one form in the slum district, a different form in the rooming-house and apartment-house district, another in the amusement area, and still another on the outskirts such as that in connection with road-houses.

The most successful location for brothel-prostitution

is the slum area; this is the type to which segregation is usually applied in a community when that community experiments with segregation. The other forms of prostitution occurring in other areas do not lend themselves to segregation. The area designated for segregation is the point of greatest density. It is here that public attention is focused, and thereby diverted from the other forms of prostitution existing in other areas. As a matter of fact, vice is a manifestation of social disorganization. This disorganization is greatest in slum areas. On the other hand, vice will be found in the least degree in residence areas, as it conflicts with the sanctioned patterns of the home. The home provides a barrier which prostitution rarely crosses.

The Modern American Policy:

Under a conscientious repressive policy, all forms and areas of prostitution are proceeded against. The easiest to suppress is the brothel type, because of the comparative ease of securing convicting evidence by the police. New York, in the days of its Raines Law hotels, had in that peculiar development, an additional complicating element which made its prostitution problems more difficult than those of any other large American city. Its present progress is, therefore, all the more remarkable.

The repressive policy pursued by this city during the years of the existence of The Committee of Fourteen, coupled with administrative reforms in the police department and the inferior criminal courts; the abolition of fines in prostitution cases; the improvement of the laws; and with a more intelligent method of dealing with the sex delinquent, has led to a diminution of all forms of commercialized prostitution in all areas of the city, and to the virtual suppression of certain types.

New Conditions Affecting Prostitution in New York:

Prostitution is one of the most versatile of all voca-

tions. Wherever possible it readily adjusts itself to changed conditions, sometimes in even more insidious forms than those under which it was previously found. It is common knowledge that the Volstead Law has been responsible for the springing into existence in the City of New York of numerous so-called night clubs and speak-easies. Prostitution has been quick to take advantage of these new conditions by using such places as rendezvous and we again have the old and vicious connection of prostitution and alcohol, in perhaps an even more inviting form than previously.

The following case illustrates a development that is taking place in connection with night clubs. The first information about this place came to the office in the guise of an anonymous complaint, worded as follows:

“COMMITTEE OF FOURTEEN,
27 East 22nd Street, City.

GENTLEMEN:

I wish to register a protest against a house of prostitution, operating as The ———, No. ——— West Fifty-blank Street. I was out with a lady and a taxi driver said: ‘Want to go to a cabaret?’ When we got there it was nothing but tough women laying around taking men upstairs.”

(Signed) A RESPECTABLE CITIZEN.”

Investigation by the Committee developed that the proprietor of the place had, previous to the war, been connected with the white slave traffic, and also his assistant; that there were about a dozen hostesses employed here, and that, in addition, prostitutes came in from the outside as sitters. There were bedrooms on the upper floors of the building occupied by the club; entrance could be gained to them directly from the dining room. A cabaret performance was given during the evening

and liquor was served to the guests. The place remained open nightly until five or six o'clock the following morning. Strangers were introduced to the hostesses by the proprietor. After the guest had been joined by a hostess he was usually solicited for prostitution and the hostess was permitted to leave with him for the rooms upstairs and to return later to the dining room. The use of the rooms was permitted also to the sitters from the outside. The overflow was taken care of in an apartment across the street, where there were also two resident prostitutes. The situation was reported to the inspector in charge of the district in which the club was situated and it was decided that the cooperation of Federal authorities be secured. Eventually, the place was padlocked for a year under the Federal Prohibition Law and three of the men connected with it were sent to prison. The prosecution of the case against the apartment across the street took place in the Woman's Court, where the inmates were convicted.

Special Problems in Colored Areas:

Another complicating factor is the growing exploitation in colored areas such as Harlem, which raises problems demanding immediate attention by the Committee. For various reasons, including the rapid growth and the nature of its population, the colored areas of Harlem seem to be inadequately policed, and its dance halls, cabarets and other places of amusement practically unsupervised. White people are beginning to discover this section, moved by the witnessing of plays such as "Miss Lulu Belle," and the influence of novels such as "Nigger Heaven." The interest aroused is not a healthy constructive interest, but more in the nature of a morbid curiosity. This curiosity is rapidly being capitalized by exploiters of both races. There are conditions existing in the Harlem cabarets, dance halls, night clubs and

speakeasies, which must be given careful attention. There seems to be exploitation in this area of both white and colored girls for prostitution. To secure the facts will require an additional staff of investigators drawn from the colored race.

Clandestine Prostitution:

With the exception of the prostitution to be found in Harlem and in the night clubs and speakeasies, the other problems of prostitution existing in New York are now largely clandestine, although still commercialized. It is believed that commercialized prostitution, whether open or clandestine, must depend largely on the same methods for success. There must be some avenue of approach to the prospective customer. There are rendezvous, such as restaurants, cafés, cabarets, dance halls, night clubs and speakeasies, employed both by the clandestine prostitute and her prospective customer. Hostesses are employed in more than one hundred night clubs, cabarets and speakeasies, and in at least twenty public dance halls. There is great danger in employing girls in such occupations—many of them become prostitutes if they are not already so. The influences are such as to cause them ultimately to choose that occupation. It is felt that such places are the chief haunts of the clandestine. Plans are on foot for complete and thorough investigations of this type of prostitution. On this it is hoped to predicate a program for attacking this particular form of the social evil which has so far quite successfully eluded action.

New Staff of Investigators:

Through a cooperative project agreed upon between the Committee of Fourteen and the American Social Hygiene Association, the Committee on account of its strategic position and years of experience in this field,

has received that portion of the Association's investigation staff, formerly assigned to making investigations in New York City. This includes the work which has been so highly valued by the police department and the Women's Court, in the years immediately following the World war. Thus, all the work of private organizations for the repression of prostitution is now centered in the Committee of Fourteen. It is believed that through this cooperative project, the Committee will be enabled greatly to increase its usefulness to the community.

Relation of the Administration of Criminal Justice to the Problem:

The secret of the success of the Committee's accomplishments has been due to ascertaining through tireless research, the community's problems in its particular field, in the searching for remedies and in the application of those remedies.

An outstanding example is the report which was forwarded to Governor Hughes in the early years of the Committee's existence. This report was stated by Professor E. R. A. Seligman to be one of the chief influences for the creation of the Page Commission. The resultant enactment of the Page Law was one of the most important developments in the history of local court reorganization. The enactment of this law made existing laws against prostitution much easier to enforce, and paved the way for more intelligent measures for dealing with prostitution.

Legal measures for dealing with prostitution are so intimately a part of the whole question of the administration of criminal justice that further progress in New York must wait to a great extent for the discovery and promotion of those measures which are designed to secure betterment in the administration of criminal justice. One of the possible solutions is the reorganization and

reconstruction of our criminal courts on a basis of present-day advances in science, sociology and business administration. Practical suggestions for change, however, can come only after an exhaustive study of our criminal courts. Nearly half a million defendants each year pass through our magistrates' courts alone. How many of these are really concerned with the social evil is not known, because many who may be so connected are apprehended and arraigned on other charges.

Practically all studies of prostitution in this country show that prostitutes begin their career at a very early age,—usually at an age which is just above the Children's Court age with its possibility of intelligent treatment. The average age seems to be approximately seventeen. The Committee's Reports, during the past three years, show that more than 70% of the girls convicted in the Woman's Court during that period were first offenders. The defendant in the district court does not receive the same careful and constructive treatment which is given to those who are fortunate enough to be taken to the Woman's Court. It would seem very essential, however, either to apply the same type of treatment in the district courts or else to devise plans for court reorganization which would make the application of such treatment possible.

In addition to such sociological considerations on the legal and procedural side, a study doubtless will reveal those loopholes which are most readily taken advantage of by criminals and their associates for the purpose of thwarting justice, and which may be due either to court procedure or the very nature of the present court organization itself, or perhaps to both. Due to the activities of shyster lawyers, professional bondsmen, fixers and runners, the very springs of justice are being poisoned even before a case crosses the threshold of the magistrates' court.

Plans for a study, beginning with the district courts in Manhattan, have been discussed in meetings of the Committee; with the district attorney, and the magistrates; with representatives of the Grand Jurors' Association, and with members of the Criminal Courts Committee of the Charity Organization Society. The Committee of Fourteen desires to cooperate with these and similar organizations to bring the necessary facts before the local authorities and also before the State Crime Commission.

LEGISLATION

The Customer Amendment:

Mr. Whitin reported to the Committee at its meeting on February 25, 1926, that the Customer Amendment, in the same form as in 1925, had been reintroduced in the Legislature at the request of the National Woman's Party, the League of Women Voters, the New York City Federation of Women's Clubs and the Committee of Fourteen, by Senator Wales and Assemblyman Jenks. A hearing on these bills was attended by Mr. Whitin on March 3rd, but the respective committees refused to report out the bill, evidently taking the same position as in the previous year, that the proposed amendment would be unenforceable.¹

Red Light Injunction and Abatement Bill:

The Red Light Injunction and Abatement Bill, which the Committee had caused to be introduced in the Legislature in 1913 and 1914, and which it worked very hard to have enacted, was reintroduced this year. The 1914 Legislature passed an emasculated substitute measure, which has proved to be unenforceable. This bill has always been strongly opposed by groups from New York City. This year the identical bill was quietly introduced by Senator Brown in the last few days of the Legislature at the request of the New York Civic League. The Secretary sent his personal endorsement of the bill and a resumé of his experience with it in other states. The bill was approved by the Committee at its meeting on March 24th. The bill received the support of Dr. Joseph S. Lawrence, Executive Officer of the Medical Society of the

¹ The same bill was reintroduced in the 1927 Legislature, and a hearing attended by Mr. Worthington with the same result.

State of New York, who secured material for its support from the Committee and the American Social Hygiene Association, and who was present at the Senate hearing as were also representatives of the New York Civic League. The Senate Committee reported the bill favorably, and it was passed by the Senate a few days before adjournment, and by the Assembly in the last hours of the session.

The Committee then wired and wrote to the Governor, urging him to sign the bill and offering to submit proof of its effectiveness. The Governor signed the bill and it has now become law. It should prove to be a very effective law in situations similar to some of the more difficult ones which have confronted the Committee in the past.

A limited number of copies are available for distribution at the office of the Committee.

SEPARATE COURT FOR WOMEN

Manhattan and the Bronx

1926

After visiting the courts dealing with sex delinquents in thirty of the large American cities as widely separated as from New York to San Francisco, and from Milwaukee to New Orleans, the Secretary is satisfied that no other American city has a court for dealing with adult women sex delinquents which approaches the New York Women's Court in the high character of its service to the community and in the intelligence of its treatment of wayward minors and sex-delinquent women.

The close student of the Women's Court of course recognizes that it has not attained perfection—and these imperfections are recognized and admitted by the personnel of the court. They are among the first to work for improvement.

It is to be regretted that similar treatment is not available for sex delinquents of both sexes in this city. The need is especially felt in the case of the wayward minor boys. While the Wayward Minor Law was extended in 1925 to include boys between sixteen and twenty-one, no special plan of treatment has yet been put in operation for them.

The magistrates regularly presiding in the Women's Court during 1926, and the number of prostitution cases determined by them were as follows:

MAGISTRATES AND CASES DETERMINED

1926

| | Marsh | Norris | Oberwager | Renaud | Silberman | Others |
|-----------------------|-------|--------|-----------|--------|-----------|--------|
| January | 3 | 0 | 7 | 58 | 1 | 1 |
| February | 46 | 3 | 0 | 14 | 21 | 0 |
| March | 71 | 0 | 0 | 27 | 0 | 0 |
| April | 41 | 29 | 0 | 32 | 29 | 1 |
| May | 21 | 76 | 0 | 28 | 18 | 1 |
| June | 0 | 63 | 0 | 0 | 64 | 11 |
| July, Aug. & Sept. | 94 | 83 | 48 | 0 | 184 | 11 |
| October | 42 | 54 | 0 | 0 | 44 | 14 |
| November | 45 | 20 | 0 | 118 | 7 | 3 |
| December | 34 | 21 | 0 | 45 | 24 | 30 |

Totals 397(25%) 349(22%) 55(3%) 322(20%) 392(25%) 72(5%)

Total number of cases—1,587.¹

The court personnel was the same as in previous years, with Mr. Anthes as Clerk and Miss Smith as Probation Officer in charge, faithful and efficient as ever in the great service they are rendering to the community. The people are fortunate still to have as prosecutor, the services of Mr. Weston, whose courage and integrity as well as his qualifications as an attorney make him a credit to the district attorney's office, and contribute materially to the success of the court.

The court was fortunate in the selection of magistrates designated to sit there throughout 1926. The ultimate success or failure of any court depends on its bench.

The arraignments for 1926 compare with those of the past six years as follows:

| | 1926 | 1925 | 1924 | 1923 | 1922 | 1921 | 1920 |
|-----------------------------------|-------|-------|-------|-------|-------|-------|-------|
| Prostitution | 1,742 | 1,330 | 1,757 | 1,900 | 1,884 | 1,668 | 1,312 |
| Incorrigibility | 312 | 206 | 269 | 328 | 304 | 392 | 312 |
| Petit larceny (shoplifting) | 974 | 1,019 | 915 | 830 | 685 | 653 | 842 |
| Others | 23 | 42 | 9 | 8 | 42 | 40 | 99 |
| Total | 3,051 | 2,597 | 2,950 | 3,066 | 2,915 | 2,753 | 2,565 |

¹ Bail was forfeited in 149 additional cases, and 13 cases were pending on December 31, 1926.

This shows an increase in prostitution cases over 1925 of 31% and of Wayward Minor cases of 51%. The increase of all cases in the Women's Court over 1925 is 17%.

As will be noted from the foregoing table, this court saw more cases than in any of the preceding six years, excepting 1923, when there were fifteen more arraignments.

The Secretary will not undertake without a much more exhaustive study than has been possible in his four months with the Committee, to give the reasons responsible for this substantial increase.

The fluctuation in the number of arraignments by months has not been so extreme as was the case in 1925. The following table shows the number of arraignments by months of the various types of offenses for 1926:

| | Prostitution | Wayward Minor | Petit Larceny | Others |
|------------------------------------|--------------|------------------|------------------|----------|
| January | 70 | 19 | 86 | 9 |
| February | 94 | 20 | 21 | 3 |
| March | 133 | 31 | 73 | 3 |
| April | 128 | 25 | 75 | 0 |
| May | 164 | 27 | 83 | 2 |
| June | 145 | 27 | 84 | 2 |
| July, August and September | 458 | 81 | 134 | 1 |
| October | 199 | 35 | 91 | 3 |
| November | 177 | 26 | 106 | 0 |
| December | 174 | 21 | 221 | 0 |
| | <hr/> 1,742 | <hr/> 312 | <hr/> 974 | <hr/> 23 |

Prostitution Cases, 1926-1925:

The charges in detail by month of the prostitution cases were:

| | 1926 | 1925 |
|---|-------|-------|
| Vagrancy: | — | — |
| Code of Criminal Procedure, sec. 887, subd. 4. | | |
| Clause a—Solicitation on the street..... | 2 | 3 |
| c—Loitering on the street for the purpose of solicitation..... | 95 | 33 |
| | — | 97 |
| Clause a—Offering to commit prostitution.. | 1,305 | 1,020 |
| b—Offering to secure another for the purpose of prostitution.. | 35 | 10 |
| c—Renting rooms for immoral purposes | 209 | 178 |
| f—Aiding and abetting | 9 | 17 |
| | — | 1,558 |
| | | — |
| Vagrancy: | | |
| Tenement House Law, section 150: | | |
| Subd. 4—Knowingly residing in a dis- orderly house..... | 87 | 69 |
| | — | 1,742 |
| | | — |
| | | 1,330 |

Bail Forfeitures:

A person arrested and charged with prostitution may secure release immediately after arraignment in the station house of the district in which the arrest occurred, by giving bail for \$500 for appearance at the next session of the court. This amount is arbitrarily fixed by law. In court the following morning a further release can be secured on bail in an amount determined by the magistrate. This amount is usually \$500, although occasionally it is less; more frequently it is more. The few cases in which bail was fixed at less than \$500 almost invariably resulted in forfeitures. There is also a higher proportion of forfeiture of station house bail than there is of the bail fixed in court. The reason for this is the arbitrary amount of \$500 which may not be increased at the discretion of the officer at the station house. More frequently than not, the persons who forfeit station

house bail are madames or other exploiters, who thus escape an anticipated severe sentence in the Women's Court. When a madame is arraigned in the Women's Court for renting rooms and secures an adjournment, the bail fixed by the magistrate is frequently \$1,000 or \$1,500, and sometimes more. Bail in these larger amounts is rarely forfeited.

The following table gives the numbers and proportions of bail forfeitures for the past four years:

| | Total Arrests | Bail Forfeited | Proportion Forfeited |
|-----------|------------------|-------------------|-------------------------|
| 1923..... | 1,879 | 81 | 4.25% |
| 1924..... | 1,736 | 112 | 6.45% |
| 1925..... | 1,330 | 134 | 10.07% |
| 1926..... | 1,742 | 149 | 8.01% |

There had been a steady increase of forfeitures up to January 1, 1926. There was a slight decrease in 1926, the percentages of forfeitures for the year being 8.01%. Even with the decrease this percentage is too high, especially as the majority are madames and other exploiters as already stated. This presents a loophole which must be remedied. Some of the magistrates suggest that all power to release on bail be taken away from the Police Department. It would seem that such an arrangement should be coupled with the establishment of an all-night court for the purpose of fixing bail. In the event of the establishment of such a court, the discretion certainly should be taken from the Police Department. It would be possible for the magistrate in the bail court to fix the bail of exploiters in a sum sufficiently high to guarantee the defendants' appearance at trial and to insure against forfeiture.

Should the establishment of such a court be impractical, it would seem necessary to take away from the Police Department the power of fixing bail in the case of exploiters of prostitution, or else to raise considerably the amount which they may fix.

In any event, the lieutenant at the station house should be required to scrutinize more carefully the responsibility of the bondsman and accept only bail of the highest character.

Bail Forfeitures by Exploiters:

The following case illustrates what happens only too frequently with reference to the forfeiture of station house bail, when a good case is secured by the police against madames or other exploiters, who are the most serious offenders against the prostitution laws at the present time:

During the month of December, two members of the Headquarters' Squad discovered by accident a house of prostitution in a tenement which was highly commercialized, and which had been operating for the past eighteen months very much in the style in vogue fifteen years ago. At the time of the raid there were two madames—one for the day shift and one for the night shift—and five sitters, in addition to a long list of girls on call. There were ten men customers in the living room and bedrooms at the time of the raid. Four inmates and the two madames were taken to the station house, where they were forthwith released, having furnished station house bail of \$500 each. The two madames and one inmate forfeited their station house bail, leaving only three inmates to appear for trial. These were promptly convicted before Judge Silberman. During the course of the trial there was admitted as evidence a book which was kept by one of the madames, and which contained the names of a long list of patrons of the place, with a descriptive phrase applicable to each man. The prices of the girls were given. From these and other entries it is estimated that there was an annual income from prostitution of over \$100,000 for the house. To secure entrance to the place, the customers either had to be known or person-

ally introduced by a friend of the madames. The case was very hotly contested, the defendants being represented by extraordinarily good legal talent. The two madames and one inmate are still at large.

The following are the details of the 149 forfeitures in 1926:

| Fixed at | | Total Amount |
|---|-------|--------------|
| \$300 (By "others") | 1 | \$300 |
| 500 | 59 | 29,500 |
| (35 by regularly assigned magistrates) | | |
| (24 given at station house) | | |
| 1,000 (Fixed by regularly assigned magistrates) | 33 | 33,000 |
| (Amount of bail not stated on paper) . | 56 | |
| | <hr/> | <hr/> |
| | 149 | \$62,800 |

Determinations of Prostitution Cases:

The determinations of the cases of those charged with prostitution were as follows:

| | | |
|----------------------------------|-------|-------|
| Cases pending Dec. 31, 1925..... | | 7 |
| 1926 arraignments | | 1,742 |
| | | <hr/> |
| | | 1,749 |
| Discharged | (22%) | 405 |
| Convicted | (64%) | 1,182 |
| | | <hr/> |
| Total cases determined..... | | 1,587 |
| Bail forfeitures, net..... | | 149 |
| Pending, December 31st..... | | 13 |
| | | <hr/> |
| | | 1,749 |

Dispositions:

When a defendant, convicted of prostitution in the Women's Court, is arraigned for sentence, the judge has before him the report of the Finger Print Bureau, showing the defendant's record of previous convictions, if any, and the report of the Health Department as to the physical condition of the defendant as to venereal disease. If she be without previous conviction, a report on

her social history is made by the probation officers attached to the court, based on an investigation made by the officers. If the defendant has no record of previous conviction, but is suffering from a venereal disease in a communicable form, and if her social history indicates that she may properly be put on probation, she is, with her consent, released in the custody of the Health Department for an indeterminate period, to be returned to the court when her freedom will no longer constitute a menace to the public health. Such defendants are kept by the Health Department in the Kingston Avenue hospital in Brooklyn. When the defendant is diseased and it develops from the social case history that probation is undesirable, either a sentence of 100 days is imposed or the defendant receives an indeterminate commitment to a reformatory institution. A longer sentence is imposed upon recidivists, whether or not they are diseased, and such sentences may be considered punitive in their nature. The sentences imposed on 1,182 who were convicted were as follows:

| | | |
|--|-----|-------|
| Workhouse: | | |
| Indeterminate sentence | 54 | |
| 180 days | 110 | |
| 150-90 days | 66 | |
| 100 days (found to be diseased) | 159 | |
| 60-30 days | 85 | |
| 29-1 day | 64 | 538 |
| <hr/> | | |
| Institutions: | | |
| Bedford Reformatory | 98 | |
| House of Good Shepherd | 47 | |
| Other institutions | 6 | 151 |
| <hr/> | | |
| Probation | 252 | |
| Probation after hospital detention | 192 | 444 |
| <hr/> | | |
| Other dispositions | | 17 |
| Hospital (sentence pending) | | 31 |
| | | <hr/> |
| | | 1,182 |

Venereal Diseases:

The proportion of those convicted in 1926, reported by the Health Department to be suffering from venereal disease in a communicable stage, was 53% as compared with 56% in 1925. The proportion of the venereally diseased among the recidivists was 48%, and among those without previous record 71% as compared with 52% and 58% respectively in 1925.

Diseased defendants, released in the custody of the Health Department, are detained and treated in a special communicable disease hospital. The average period of detention in 1926 was sixty-nine days. Those who do not conform to the regulations of the hospital are returned to court for sentence, it being stated, for the information of the sentencing magistrate, that their disease has not yet been cured. They are sentenced to the workhouse and are treated in a hospital there for that special purpose.

Conviction Records:

The 1,182 convictions in 1926 covered 1,122 individuals, there being thirty who were convicted twice in 1926 and none convicted more than twice within the calendar year. There were also thirty individuals convicted whose last previous conviction was within twelve months. Of the thirty convicted twice in 1926, seventeen were without previous record.

First Offenders:

The proportion of those convicted during the year, who were without previous record of convictions for prostitution was 71%, as compared with 68% in 1925.

Vice Locations:

During the year, defendants in the court came from twenty-four different hotels, 178 furnished room houses and approximately 782 tenements. Of the tenements 38%

were of the push button type. There were fifty-three tenements from which there were convictions for prostitution on two different dates within a period of six months, thereby subjecting the property to the liability of a lien for \$1,000 in an action brought by the city under the Tenement House Law.

In only eighteen were there three or more defendants involved in the same series of acts who were tried together. These cases are the nearest approach today to the old time disorderly house, especially when one of the defendants is charged with permitting the premises to be used for immoral purposes.

The arrests occurred in the following proportions in the different parts of the city:

| | | | |
|-----------------------|-----|-------------------------|----|
| Lower East Side..... | 21% | Lower West Side..... | 5% |
| Middle East Side..... | 7 | Middle West Side | 8 |
| Upper East Side..... | 5 | Times Square District.. | 16 |
| Lower Harlem | 8 | Upper West Side..... | 11 |
| Upper Harlem | 11 | Washington Heights ... | 4 |

The proportions do not differ materially from those of 1925, except in Upper Harlem, where there were less than half as many arrests as in 1925, and on the Lower East Side, where there were approximately twice as many arrests as there were in 1925. This would indicate either a letting down of police activities in the colored area of Harlem, attendant on an increased activity in the Lower East Side, or a growing number of cases in that section.

Wayward Minors:

Arraignments under the Wayward Minor Act (Section 913a, Penal Law) were 312 as compared with 209 in 1925. This is an increase of 51%.

Of those arraigned under the law in the Women's Court in 1926, 45% were charged with immoral relations, as compared with 55% in 1925.

The determination of these cases was:

| | |
|------------------------|-----|
| Discharged | 39 |
| Found as charged | 244 |
| Cases pending | 29 |

The dispositions were:

| | |
|--|-----------|
| Committed to reformatory institutions..... | 83 |
| Placed on probation | 147 |
| Disposition postponed, pending discharge from hospital.... | 6 |
| Other dispositions | 8 |
| | <hr/> 244 |

The law was amended in 1925 to include both sexes, between sixteen and twenty-one, having previously been limited to females between these ages. A study has not yet been made of the number of cases presented by boys who were dealt with under the law; but the impression is that they are not receiving the same careful attention and intelligent treatment as have the cases of incorrigible girls.

TREASURER'S REPORT

1926

Exhibit "A"

*Receipts:**Contributions:*

| | | |
|--------------------------------|-------------|-------------|
| *From New York, N. Y..... | \$12,790.02 | |
| From Brooklyn, N. Y..... | 560.00 | \$13,350.02 |
| | | <hr/> |
| Interest on bank deposits..... | | 35.07 |
| | | <hr/> |
| Total receipts | \$13,385.09 | |
| | | <hr/> <hr/> |

*Disbursements:**General:*

| | | |
|---|------------|-------------|
| Salaries—Executive | \$7,425.00 | |
| Salaries—Office | 3,065.00 | |
| Office Rent | 1,050.00 | |
| Office Space and Service | 75.42 | |
| Office Stationery and Supplies | 241.22 | |
| Postage | 90.75 | |
| Telephone, Telegrams and Cablegrams | 159.41 | |
| Subscriptions to Magazines | 25.89 | |
| Entertainment | 50.00 | |
| Carfares | 31.91 | |
| Miscellaneous | 55.79 | |
| Annual Report—Printing and Postage | 248.02 | \$12,518.41 |
| | | <hr/> |

Investigation—Vice Conditions:

| | | |
|------------------------------------|------------|----------|
| General: Salary—Investigator | \$1,905.00 | |
| Expenses—Investigators | 1,949.51 | 3,854.51 |
| | | <hr/> |

Brooklyn:

| | | |
|-----------------------------|----------|--------|
| Salary—Investigator | \$170.00 | |
| Salaries—Office | 125.00 | |
| Expenses—Investigator | 95.45 | 390.45 |
| | | <hr/> |

Special:

| | | |
|---|---------|-------|
| Legislation—Customer Amendment | \$18.14 | |
| International Health Congress—Traveling | 42.20 | 60.34 |
| | | <hr/> |

Total Disbursements \$16,823.71

SUMMARY

| | | |
|--|------------|-------------|
| <i>Excess of Disbursements over Receipts.....</i> | | \$3,438.62 |
| <i>Cash in Banks and on Hand at beginning of year:</i> | | |
| Current Account | \$1,853.03 | |
| Reserve Account | 1,875.00 | 3,728.03 |
| | | <hr/> |
| <i>Balance in Banks and on Hand at close of year:</i> | | |
| *Current Account.. | \$289.41 | |
| Reserve Account—transferred to Current Account | | |
| during year | | \$289.41 |
| | | <hr/> <hr/> |

I have examined the accounts of The Committee of Fourteen for the year ended December 31, 1926. I received all the information and explanations I demanded. Any contributor not receiving both an official receipt and published acknowledgment for his contribution should communicate with me.

In my opinion Exhibit "A" is drawn up to present a true and correct view of the financial transactions for the year and of the state of the funds of the Committee as at the close of the year.

. (Signed) J. B. COLLINGS WOODS,
Chartered Accountant

Member, American Institute of Accounts.
299 Madison Avenue, New York, N. Y., April 20, 1927.

* Includes one contribution of \$267.50 received January 11, 1927, for the year ended December 31, 1926.

CONTRIBUTORS

1926

New York

| | |
|---------------------------------------|---------|
| Agnew, George B..... | \$10.00 |
| Aldrich, Mrs. Richard..... | 25.00 |
| Alger, George W..... | 25.00 |
| Anonymous (Through Dr. Pedersen)..... | 100.00 |
| Barrows, Ira..... | 10.00 |
| Bodman, Herbert L..... | 100.00 |
| Borland, Mrs. J. Nelson..... | 25.00 |
| Boucher, Charles..... | 100.00 |
| Brewster, Robert S..... | 100.00 |
| Brown, Donaldson..... | 100.00 |
| Brown, Mrs. J. Willecox..... | 10.00 |
| Brown, Thatcher M..... | 25.00 |
| Brown, Dr. William Adams..... | 100.00 |
| Bulkley, Edwin M..... | 25.00 |
| Carter, Mrs. Ernest T..... | 25.00 |
| Carter, Ernest T..... | 50.00 |
| Cash..... | 10.00 |
| Cash..... | 100.00 |
| Chambers, Frank R..... | 10.00 |
| Chapin, S. B..... | 25.00 |
| Colgate, William..... | 25.00 |
| Cowl, Mrs. Clarkson..... | 50.00 |
| Cowl, Clarkson..... | 50.00 |
| Cushman, James S..... | 100.00 |
| Dana, Paul..... | 25.00 |
| Davison, Mrs. H. P..... | 25.00 |
| Dickinson, Mrs. Robert L..... | 25.00 |
| Dodge, Cleveland H..... | 500.00 |
| Dodge, Estate of, Cleveland H..... | 250.00 |
| Fosdick, Dr. Harry Emerson..... | 10.00 |
| Fox, Hugh F..... | 5.00 |
| Glenn, Mrs. John M..... | 10.00 |
| Goldstein, Rabbi Herbert S..... | 10.00 |
| Grace Church..... | 25.00 |
| Grace, Joseph P..... | 500.00 |
| Guggenheim, Simon..... | 100.00 |
| Hadden, Mrs. Harold F..... | 15.00 |
| Hammond, Mrs. John Henry..... | 25.00 |

| | |
|--|----------|
| Harding, J. Horace..... | 100.00 |
| Harkness, Edward S..... | 1,000.00 |
| Hartley Corporation, The..... | 500.00 |
| Henderson, Mrs. E. C..... | 5.00 |
| Hoe, Mrs. Richard M..... | 15.00 |
| Hooker, Mrs. Elon H..... | 25.00 |
| Hoyt, John Sherman..... | 25.00 |
| James, Arthur Curtiss..... | 500.00 |
| Johnson, F. Coit..... | 25.00 |
| Kelsey, Clarence H..... | 25.00 |
| Kunhardt, Wheaton B..... | 10.00 |
| Lamont, Thomas W..... | 50.00 |
| Lee, Frederic S..... | 10.00 |
| Lehman, Herbert H..... | 100.00 |
| Lehman, Robert | 25.00 |
| Levy, I. D..... | 100.00 |
| Levy, Louis S..... | 100.00 |
| Lewisohn, Adolph | 10.00 |
| Linherr, Miss Caroline C..... | 10.00 |
| Loekwood, Mrs. J. S..... | 250.00 |
| McAlpin, Charles W..... | 25.00 |
| McGuire, Edward J..... | 25.00 |
| Macy, V. Everit..... | 50.00 |
| Marks, Marcus M..... | 10.00 |
| Marling, Alfred E..... | 50.00 |
| Marshall, Louis | 25.00 |
| Merrill, Charles E., Jr..... | 50.00 |
| Morgan, William Fellowes..... | 25.00 |
| Morgenthau, Henry | 25.00 |
| Notman, George | 50.00 |
| Ochs, Adolph S..... | 100.00 |
| Osborn, William Church..... | 50.00 |
| Pack, Charles Lathrop..... | 250.00 |
| Paddock, Rt. Rev. and Mrs. Robert L..... | 100.00 |
| Parsons, Joseph | 25.00 |
| Parsons, William H..... | 10.00 |
| Pedersen, Dr. James..... | 100.00 |
| Perkins, Mrs. George W..... | 50.00 |
| Peters, William R..... | 100.00 |
| Plaut, Joseph | 15.00 |
| Post, Abram S..... | 5.00 |
| Pratt, Dallas B..... | 100.00 |
| Reyburn, Samuel W..... | 10.00 |
| Rockefeller, John D., Jr..... | 2,680.02 |
| Roosevelt, J. R., Jr..... | 300.00 |
| St. Michael's Church..... | 25.00 |
| Sabin, Charles H..... | 25.00 |

| | |
|--|--------|
| Satterlee, Mrs. Herbert L..... | 25.00 |
| Schiff, Mortimer L..... | 250.00 |
| Schurman, Barbara F..... | 200.00 |
| Serymser, Mrs. James A..... | 50.00 |
| Session First Presbyterian Church..... | 100.00 |
| Shepard, Finley J..... | 100.00 |
| Sherman, Charles A..... | 5.00 |
| Slade, Francis Louis..... | 250.00 |
| Sloane, John | 25.00 |
| Smith, Ormond G..... | 25.00 |
| Smith, Mrs. R. Penn, Jr..... | 25.00 |
| Stern, Mrs. Leopold..... | 10.00 |
| Stimson, Henry L..... | 10.00 |
| Stokes, Mrs. Anson Phelps..... | 100.00 |
| Stone, Miss Ellen J..... | 25.00 |
| Straus, Herbert N..... | 100.00 |
| Straus, Percy S..... | 750.00 |
| Swope, Gerard | 50.00 |
| Terry, Seth Sprague..... | 25.00 |
| Vietor, Thomas F..... | 25.00 |
| Villard, Mrs. Henry..... | 10.00 |
| Warburg, Felix M..... | 600.00 |
| Watson, Mrs. J. Henry..... | 10.00 |
| Wise, Edmond E..... | 100.00 |
| Wood, J. Walter..... | 25.00 |
| Zabriskie, Mrs. George..... | 5.00 |

BROOKLYN

| | |
|--------------------------------|----------|
| “B. C. F.”..... | \$100.00 |
| Baldwin, William H..... | 25.00 |
| Childs, William Hamlin..... | 100.00 |
| Low, Mrs. Chauncey E..... | 25.00 |
| Lyman, Frank | 10.00 |
| Merritt, Mrs. James H..... | 5.00 |
| Palmer, Carleton H..... | 25.00 |
| Post, James H..... | 100.00 |
| Tousey, Miss Elizabeth..... | 10.00 |
| Van Sinderen, Mrs. Adrian..... | 50.00 |
| White, Miss Frances E..... | 100.00 |
| Zabriskie, Mrs. Cornelius..... | 10.00 |

FORM OF BEQUEST

I give and bequeath to The Committee of Fourteen in New York City, a corporation created under and pursuant to the laws of the State of New York, the sum ofdollars, to be applied to the uses of said corporation.

THE COMMITTEE OF FOURTEEN,

Offices, 105 West 40th Street, New York City.

To WILLIAM H. BALDWIN, Treasurer:

Enclosed please find my check to your order for dollars, as my contribution for the support of the work of The Committee of Fourteen for this year.

Name.....

Address.....

Date.....

Ex Libris

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t' Fort nieuw Amsterdam op de Manhatans



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